

**City of Springfield
Staff Report**

Date Submitted: April 18, 2006
 Scheduled Hearings: Planning Commission, June 20, 2006
 City Council, July 17, 2006

Applicant/Owner: MAIA LLC./ Artie Mae Harlow 2366 Maia Loop Springfield, OR 97477 746-4065	Journal Number: ZON 2006-00018 Related Applications: LRP 2006-00012
Agent/Consultant: Steve Cornacchia, Attorney Hershner Hunter, LLP 180 E. 11 th Avenue Eugene, OR 97401 686-8511	Map Number/ Location: Map# 17 03 25 14 Tax Lot 9200 Southwest corner of 28 th and R Streets, adjacent to and north of I-105 (Hwy 126)
Requested Action: Zoning Map Amendment Current: Low Density Residential (LDR) Proposed: Light Medium Industrial (LMI)	Affected Acreage: 1.59 acres

I. Executive Summary:

The applicant is requesting a Springfield Zoning Map amendment for a 1.59 acre parcel on the southwest corner of 28th and R Streets, adjacent to and due north of I-105 (Hwy 126). The current zone designation is Low Density Residential (LDR). The proposed zone designation is Light-Medium Industrial (LMI). The stated purpose of the request is to allow for the development of recreational vehicle storage, mini-storage units and a small building for light-medium industrial uses.

The context of the subject property generally supports the proposed zone change. Properties to the north have LDR Plan designations, but the properties are zoned Heavy Industrial. The current use of the properties includes an RV restoration and repair business, and an electrical contractor. Property to the east across 28th Street has a Heavy Industrial Plan and zone designation (Kingsford Charcoal Co.). The southern boundary of the subject property is adjacent to I-105 (Hwy 126).

The property to the west is Plan/zoned LDR. It is a manufactured home subdivision (MAIA Park). The applicant owns property in the subdivision and expects that the RV storage and mini storage units will be used in part by MAIA Park residents.

Evidence was provided by the applicant showing that the initial owners of the properties in MAIA Park the border the subject site were notified of the planned mini storage and RV storage

at the time they purchased their lots. It cannot be confirmed that subsequent owners were provided the same information.

The market potential for single-family residential development is likely lower than for other uses, given the location of the subject property. The proposed LMI designation offers uses that are more consistent with uses to the north, south and east.

Section 12.030 (3) (a)-(d) of the Springfield Development Code describes the criteria that must be met to approve a quasi-judicial zone change that involves a Metro Plan Diagram amendment. Based on an examination of the proposed zone change, findings of fact, and the criteria for approving a quasi-judicial zone change of this type, staff recommends approval of the applicant's request, subject to the approval of a concurrent Metro Plan amendment changing the Plan designation from LDR to LMI.



Subject property and I-105 looking south



Property north across "R" St.



Property east across 28th Street.



MAIA Park adjacent to the west



MAIA Park homes

II. Background

The applicant is requesting an amendment to the Springfield Zoning Map for a 1.59 acre lot at the southwest corner of 28th and R Streets. The current designation is Low Density Residential (LDR). The requested designation is Light-Medium Industrial (LMI). A concurrent Metro Plan Diagram amendment from LDR to LMI is also being sought. The subject property is vacant. The applicant seeks the amendment to allow for the development recreational vehicle storage, mini-storage units and small building space for LMI uses.

Context

The subject site is surrounded on three sides by industrial uses and a freeway. Properties to the north have LDR zone designations, but the properties are zoned Heavy Industrial (HI). The current use of the properties includes an RV restoration business, and an electrical contractor. Property to the east across 28th Street has a HI Plan/zone designation (Kingsford Charcoal Co.). The southern boundary of the subject property is adjacent to I-105 (Hwy 126). Land beyond to the south of I-105 is Plan/zoned LMI.

The property to the west is Plan/zoned LDR. It is a manufactured home subdivision (MAIA Park). The applicant is the developer of the subdivision and continues to own property in the

development. If the proposed amendment is approved, the applicant expects a portion of the customers of the RV and mini-storage developments to be homeowners from the MAIA Park development.

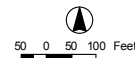
Site Description

The property is relatively flat and undeveloped. Located within the Springfield city limits, the subject property receives or is qualified to receive all necessary public services from the city. A check with Public Works staff confirms that there is capacity to serve the proposed LMI designation.

28th Street and Marcola Road (one block north of R Street) are minor arterials. R Street has an average daily traffic count of about 6400 vehicles. Marcola Road carries about 10,500 vehicles per day.



Harlow Property
Aerial Photo



Relevant Issues

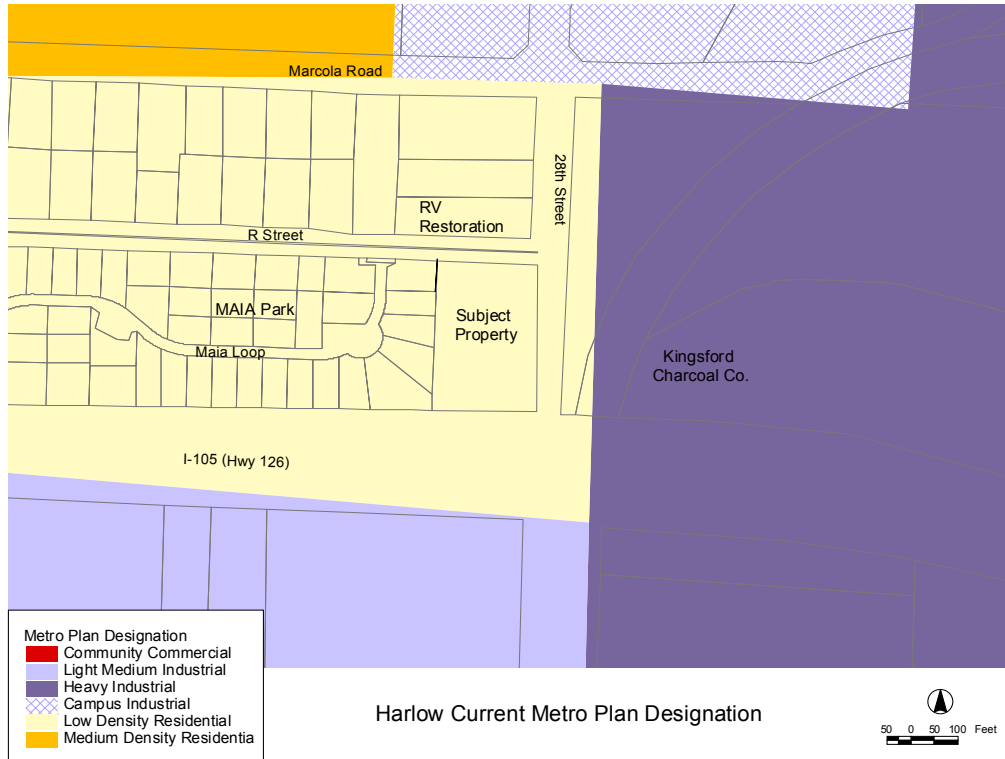
The subject site was originally planned for residential development as part of MAIA Park. During the approval process for the development, near-by industrial users complained that siting single-family residences immediately across 28th Street would subject them to possible complaints stemming from the impacts of their operations. When the development was approved, it was with the provision that the subject site not be included in the MAIA Park development. The site was referred to as potential RV storage area on the development plans.

Changing the Plan/zone designation would establish light industrial uses and facilities between the heavy industrial uses neighboring the subject site. The same uses would also border the single-family homes in MAIA Park. The impact of such light-medium industrial uses (noise, dust, vibration, etc.) is generally contained within the building and site. The definition of light-medium industrial uses in the Metro Plan suggests that this is the case.

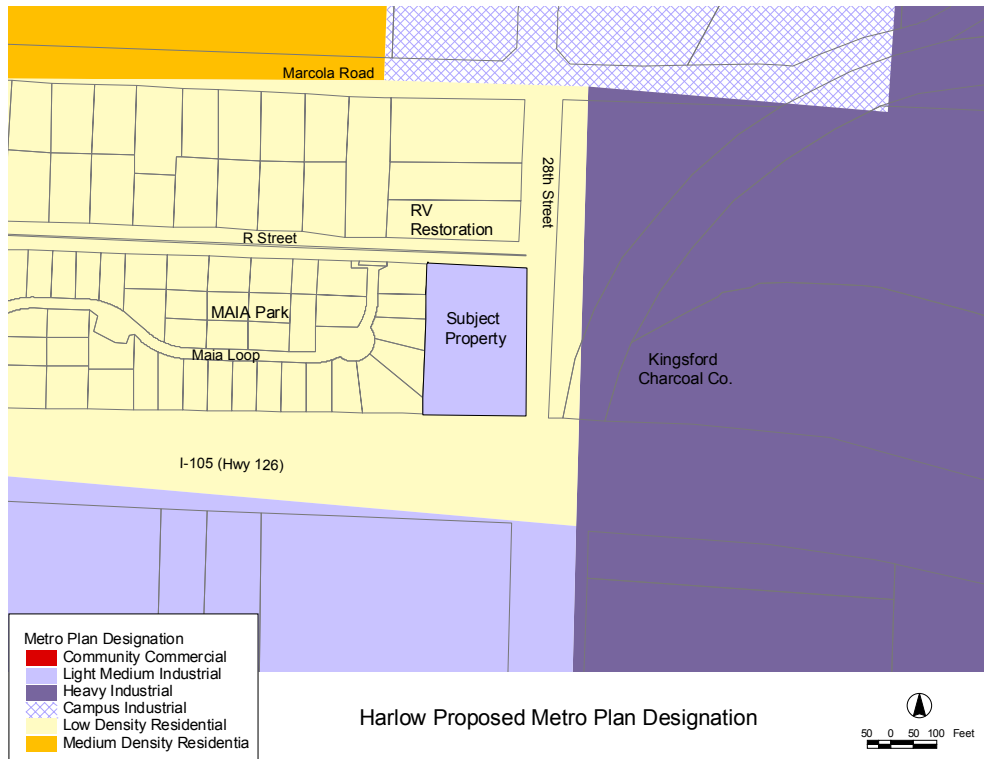
The applicant asserts that the motivation for the Plan/zone change is to allow the development of RV storage, mini-storage and a small LMI use. Such a development would have a lower visual impact than other LMI uses and may have a benefit for those residents that need such storage. It must be noted that approval of the proposed Metro Plan amendment cannot be conditioned with the development of only certain LMI uses.

The applicant provided evidence that the original purchasers of the properties in MAIA Park that border the subject site were notified by the applicant of the intended use of the site as mini-storage and RV storage (Attachment: "Statements signed by MAIA Park property owners indicating their knowledge of the RV Park at the time of their purchase"). The applicant has also provided statements from the current property owners indicating their support of the proposed rezoning of the subject property (Attachment: Statements of "Approval of Application for Rezone" signed by current MAIA Park owners indicating their support of the proposed zone change).

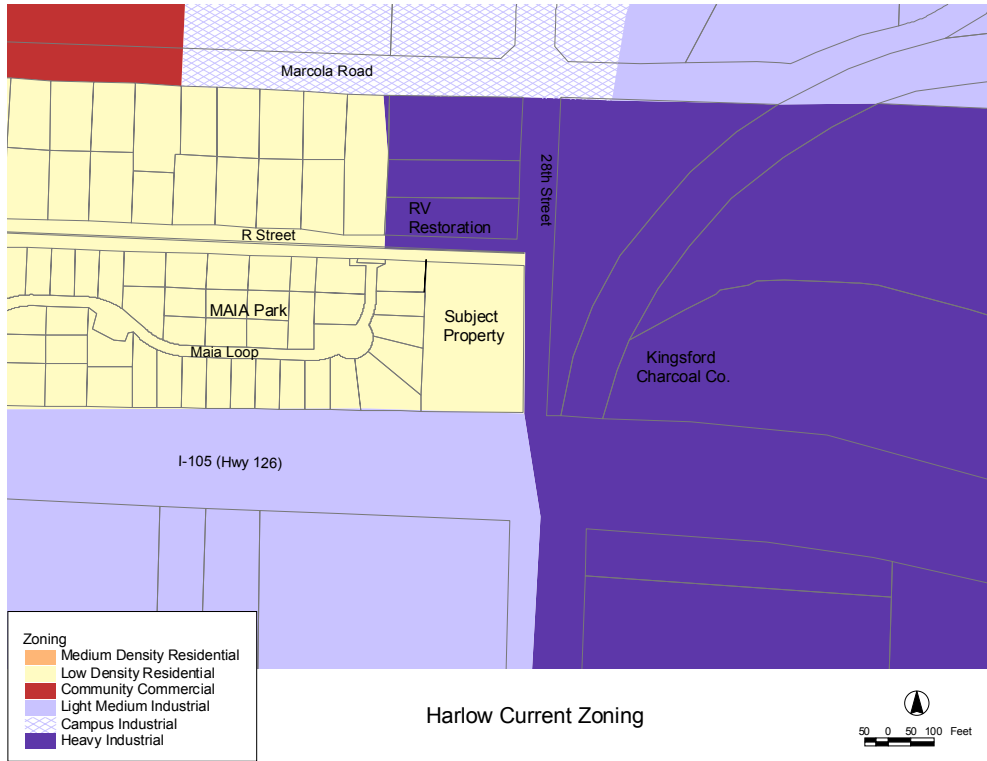
If single-family homes were built on the site, they would be adjacent to 28th, a minor arterial and would be just across from the Kingsford Charcoal Co., a heavy industrial use. They would also be affected by the heavy industrial uses immediately across R Street to the north. The market potential for such single-family development on the subject property would likely be lower than the proposed LMI designation.



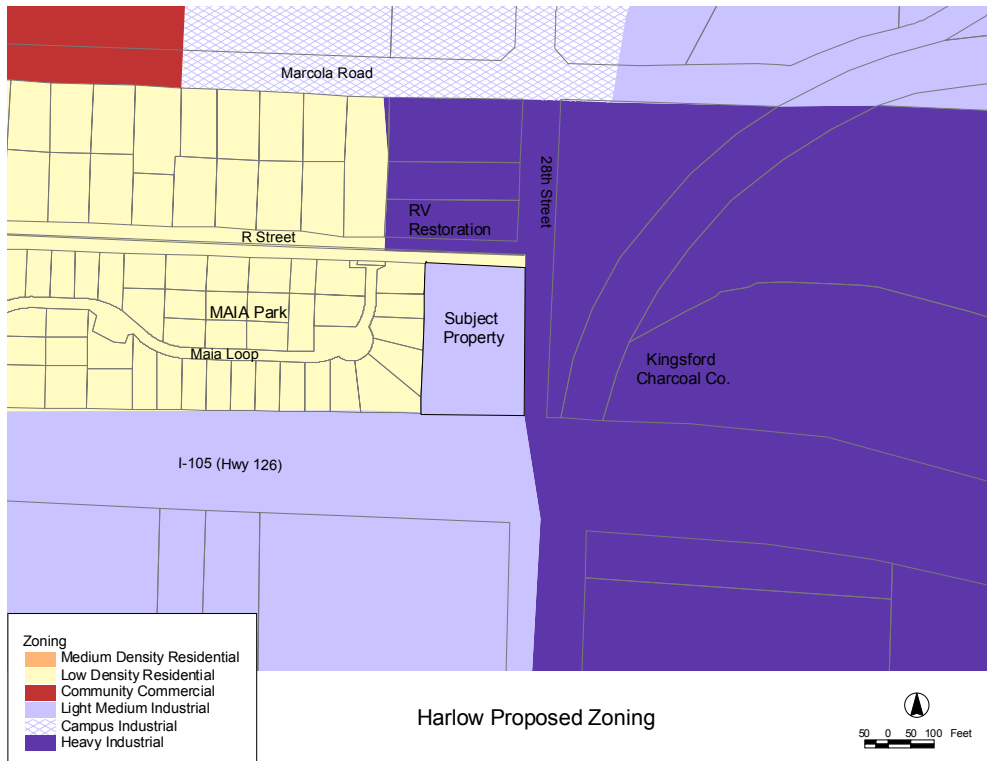
Harlow Current Metro Plan Designation



Harlow Proposed Metro Plan Designation



Harlow Current Zoning



Harlow Proposed Zoning

III. Procedural Requirements

Definition of Quasi-judicial Zoning Map Amendments

SDC 12.020 (1) (b) of the Springfield Development Code (SDC) defines quasi-judicial zoning map amendments as those “generally affecting a single or limited group of properties and may or may not include a Metro Plan Diagram amendment.” This section also specifies that quasi-judicial Zoning Map amendments which require a Metro Plan amendment shall be processed through a Type IV review.

Conclusion: The applicant’s proposal is a site specific zone change and involves a Metro Plan Diagram amendment. As such it is being processed as a quasi-judicial Type IV review.

Notice

Notice of the proposed Amendment was mailed to the Oregon Department of Land Conservation and Development on April 20, 2006, 45 days in advance of the first evidentiary hearing by the Planning Commission, as required by Oregon Revised Statutes 197.610.

Section 14.030 (1) of the SDC requires mailed notice be sent to the applicant and the owners of record and occupants within 300 feet of the subject property 10 days before the first public hearing when two public hearings are required. Hearings before the Planning Commission and the City Council are required to process the proposed zone change and Plan amendment. Mailed notice was sent on June 1, 2006 as attested to by affidavit of the Planning Commission Secretary.

Notice must also be published in a newspaper of general circulation and mailed notice must be sent to the applicant and to persons requesting notice (14.030) (2). Notice of the proposed amendment and hearing was published in the Springfield News on June 9, 2006.

Conclusion: The notice requirements for a Zoning Map amendment were followed.

IV. Criteria for Approval and Staff Findings

Section 12.020 (3) (a-c) of the SDC requires that the Planning Commission and the City Council apply the following criteria in approving or denying a Zoning Map amendment:

- a) Consistency with applicable Metro Plan policies and the Metro Plan Diagram;
- (b) Consistency with applicable Refinement Plans, Plan District maps, Conceptual Development Plans, and functional plans; and
- (c) The property is provided with adequate public facilities, services, and transportation networks are planned to be provided concurrently with the development of the property.

“(a) Consistency with applicable Metro Plan policies and the Metro Plan Diagram”

Metro Plan Diagram Analysis

Findings:

1. The proposed zone change amendment is a map amendment and does not change the goals or policies of the Metro Plan. An application for a Metro Plan designation amendment from Low Density Residential to Light Medium Industrial is being processed concurrent with this proposal.
2. If the Metro Plan amendment is approved, the proposed Zoning Map amendment will be consistent with the Metro Plan. If the Metro Plan amendment is not approved, the Low Density Residential Plan designation will remain and the proposed zone change will not be consistent with the Metro Plan.

Metro Plan Policy Analysis

Growth Management Element

Objective #8 (Pg. II-B-3 1987 Metro Plan Update) “Encourage development of suitable vacant, underdeveloped, and redevelopable land where services are available, thus capitalizing on public expenditures already made for these services.”

3. The subject property has been vacant since 1977. Utilization of vacant, infill and redevelopable lands is a priority of the Metro Plan. The property can be served by existing public utilities and transportation facilities. Those facilities have the capacity to serve most industrial uses of a size that could locate on the site.
4. Marcola Rd. and 28th Streets are designated minor arterials on the TransPlan Functional Classification Map. The estimated trip generation from the 1.59 subject site under the proposed Plan and zone amendments would have minimal impact on these transportation facilities.

The applicant states that the site “is not conducive for residential development. The proposed development of the subject parcel for limited light-medium industrial uses such as RV storage, mini-storage and small light medium industrial offices will return the land to productive uses that are compatible with both residential and heavy industrial uses. In addition to added productivity, approval of the application will also provide an enhanced buffering of uses between the residential use in MAIA Park and the heavy industrial uses to the east and northeast.”

Staff response: The proximity of the subject site to I-105 and to surrounding industrial uses is not an ideal location for single-family residential development. The location, on its face would be better designated for light-medium industrial uses.

Economic Element

Policy #9. “Encourage the expansion of existing and the location of new manufacturing activities which are characterized by low levels of pollution and efficient energy use.”

The applicant states: “The proposed uses of the subject property and their location for the purpose of transitioning uses across residential land to heavy industrial land are consistent with and implement this Metro Plan policy. Furthermore, the location of nearly all light-medium industrial uses on the subject property will fulfill the policy.

Staff response: Light medium industrial uses, by definition, are characterized by activities whose impact can be contained within the site. To that extent, they tend to be non-polluting and consume less energy than heavy industrial activities.

Policy #15. “Encourage compatibility between industrially zoned land and adjacent areas in local planning programs.”

5. The proposed designation, Light-Medium Industrial (LMI), is described in the Metro Plan as accommodating “...a variety of industries in the secondary processing of materials into components, the assembly of components into finished products, transportation, communication and utilities, wholesaling and warehousing,” (Metro Plan II E 3 b.). The external impacts are less than those of Heavy Industrial. Activities are generally located indoors, although there may be some exterior storage.
6. The subject property is bounded on the east by 28th Street. The property across 28th is designated for Heavy Industrial. The Kingsford Charcoal plant is located on the property. If the subject property were to continue with the LDR designation, homes developed on the site would be directly across from the Kingsford plant and its impacts.

The applicant states: “The common theme of this application is that allowing light-medium industrial uses on the subject property will provide the buffering and transitioning of uses between industrially zoned land and adjacent or nearby residential uses. Approval of the application will implement and be consistent with this policy also.”

Staff response: A light-medium industrial designation on the subject property would be preferable to a heavy industrial use. If the subject property were developed as single-family residential, those homes would be adjacent to 28th Street (an arterial street) and the Kingsford Charcoal plant.

7. The existing homes in MAIA Park purchased their homes understanding that the land behind their homes was zoned for additional single-family residential development. The applicant does not describe how a light-medium industrial designation would be more compatible with the MAIA Park development than the existing single-family residential designation.

8. LMI uses by definition have a lower impact than HI since their impacts are contained on site. There may be visual impacts, and impacts from traffic, but the noise, dust and odor from LMI activities are contained within the buildings.

Conclusion: based on the findings of staff and the information provided by the applicant, the proposal is consistent with Metro Plan policies. Consistency with the Metro Plan Diagram is dependent upon the approval of the applicant's proposed Metro Plan Diagram amendment that is being processed concurrent with this action. If the amendment fails, the proposed zone change would not be consistent with the Diagram and thus would not meet this approval criterion.

“(b) Consistency with applicable Refinement Plans, Plan District maps, Conceptual Development Plans, and functional plans”

Findings:

9. The subject site is not included within any adopted refinement plan, conceptual development plan or functional plan that specifically addresses the use of the subject site.

Conclusion: The criterion does not apply to the subject site and proposed zone change is not inconsistent with any adopted plan.

“(c) The property is provided with adequate public facilities, services, and transportation networks are planned to be provided concurrently with the development of the property.”

Findings:

10. The subject site is within Springfield's urban service area and is within planned sewer and storm sewer basins. The site is within the Marcola Rd. Drainage Area Basin as shown in the West Springfield Drainage Master Plan. The site is in the Central sanitary sewer basin as shown in the Springfield Master Sanitary Sewer Plan.
11. Existing industrial development now borders the property on three sides. These uses are adequately served by existing facilities.
12. Springfield Public Works staff affirmed that the can be served and that there is capacity within existing facilities to serve the 1.59 acre site.
13. The applicant submitted a trip generation study comparing the existing Low Density Residential designation with the proposed Light-Medium Industrial designation. The study was based on the ITE Trip Generation Manual, 7th Edition. The study used a residential density of 10 dwelling units per acre, the highest allowed density allowed within an LDR zone. The average net density in Eugene-Springfield for LDR development is 4.18 units per acre (Metro Plan III-A-7). The higher density used by the applicant projects 144 weekday trips from the site.

14. The adjacent MAIA Park subdivision has a developed area of about 14 acres with 77 lots. The density of that development is about 5.5 dwelling units per net acre, which is significantly higher than the average (4.18 units per acre) single-family density in the Eugene-Springfield area. Using 5.5 dwelling units per net acre, expected development on the subject property (using 1.1 net developable acres) would be about 6 dwelling units. Trip generation from 6 dwellings would be about 58 trips per weekday, using the same ITE trip rate used by the applicant. By comparison, using the ITE Manual, the applicant showed that LMI zoning is likely to produce 80 daily trips. A mini-storage use would generate about 60 weekday trips.
15. The difference in daily trips attributable to the proposed Metro Plan Diagram is minimal. No change in level of service or functional classification would be expected from the proposed Plan/Zone amendment.

Conclusion: Based on the findings of staff and the information provided by the applicant, the property is provided with adequate public facilities, services, and transportation networks by existing service facilities.

Conclusion and Recommendation

The proposed zone change is consistent with criteria for approving amendments to the Springfield Zoning Map, contingent on the approval of the concurrent Metro Plan Diagram amendment proposal, LRP 2006-00012, which would change the Plan designation from Low Density Residential to Light-Medium Industrial. Failure of the Metro Plan Diagram amendment to be approved would render this action inconsistent with the Metro Plan and would cause this application to fail the criterion of approval that requires consistency with the Plan.

Attachments: